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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

RELEASED

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AUG 10 1970

GSA



Dear Mr. Chairman:

As requested by the General Counsel, House Committee on Government Operations, we have examined into the plans of the General Services Administration (GSA) for construction of a Federal records facility on excess Federal land at Fort Miley in San Francisco. The proposed facility was to have been devoted to the storage of Federal agency records and would have, in addition, served an archival function which included the storage of permanent records and the provision of search rooms to be used for scholarly research.

GSA was able to obtain funds for a new Federal records storage facility because a GSA building stood in the path of a planned inter-state highway. The State agreed to pay \$2.98 million into an escrow account for GSA's use (91.5 percent of the cost of the highway project to be financed with Federal funds and 8.5 percent with State of California funds). At the same time GSA had, as the Government's administrator of excess property, a choice of several parcels of land declared, or to be declared, excess by the Department of Defense.

Although GSA, in selecting the 12.4-acre Fort Miley site, showed an overriding concern for the archival function of the proposed records storage facility, the facility is to be basically a warehouse-type structure with about 90 percent of the space devoted to storage of Federal agencies' records not classified as archives.

The proposed warehouse-type structure appears to be inappropriate for the Fort Miley site which furnishes vistas of the Golden Gate and the Pacific Ocean and which is appraised at \$1.35 million.

At the time of our review in May 1970, construction of the records storage facility at Fort Miley was opposed by local citizens, neighborhood organizations, and the city and county of San Francisco, all of whom want this historic site conserved as open land and dedicated to the use of the public.

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On July 2, 1970, the Administrator of General Services announced that the records storage facility would not be built at Fort Miley and that a search would begin immediately for another site; thus ended a period of about 2 years during which GSA retained the Fort Miley site for its own use.

It appears to us that during this period GSA was concerned primarily with its own requirements and showed little regard for the highest and best use of the Fort Miley site. Although the local opposition has been successful in defeating the construction of a records storage facility there, we think that the special powers enjoyed by GSA, which permitted it to obtain the land and funding for the facility without going through the authorization and appropriation process, carried a responsibility to give full and fair consideration to all other potential uses of the site.

The Fort Miley site was selected by GSA although site investigation studies by GSA and an architect-engineer showed that construction and land costs combined would be higher there than at two of the three other feasible sites.

In addition, we noted that GSA initiated design work, including the preparation of plans and specifications, for the proposed facility before the Bureau of the Budget (now the Office of Management and Budget as the result of a reorganization) approved the transfer of the Fort Miley site to GSA in April 1970. The cost of this work was \$154,000. If the records storage facility is constructed at a different location, GSA will benefit from this expenditure only to the extent that the building designed for Fort Miley can be built in the same configuration. No benefit would accrue if the configuration is significantly changed to accommodate conditions at a different location.

Details of the financial arrangements, negotiations between GSA and the State of California, site selection studies, local opposition, and our observations thereon are presented in the enclosure which was prepared prior to GSA's decision not to build on the Fort Miley site.

We did not request the formal views of GSA on the contents of this report, nor did we release copies to GSA. We have notified them, however, of the general subject matter and the date of release. We plan to

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make no further distribution of this report unless copies are specifically requested, and then we shall make distribution only after your agreement has been obtained or public announcement has been made by you concerning the contents of the report.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "James B. Stewart".

Comptroller General
of the United States

Enclosure

The Honorable William L. Dawson, Chairman
Committee on Government Operations
House of Representatives

GENERAL ACCOUNTING OFFICE
SUMMARY OF
INFORMATION ON THE PROPOSED CONSTRUCTION OF
A FEDERAL RECORDS CENTER
IN SAN FRANCISCO, CALIFORNIA

INTRODUCTION

At the request of the General Counsel, House Committee on Government Operations, we have examined into the plans of the General Services Administration (GSA) for construction of a Federal Records Center on Federal land comprising Fort Miley near the Golden Gate in San Francisco, California. The 12-acre Fort Miley site has been declared excess to military needs and thus is available for other Federal needs or for sale or other disposal.

Located in San Francisco's northwest headlands, adjacent to Lincoln Park, the Municipal Golf Course, and the Palace of the Legion of Honor, the Fort Miley site furnishes vistas of the Golden Gate and the Pacific Ocean. In 1893 the U.S. Army acquired the 54-acre Fort Miley site for \$75,000, through condemnation, from the city and county of San Francisco. Of this original tract, 29.2 acres have been transferred to the Veterans Administration for a hospital, 1.7 acres have been transferred to the Navy Harbor Defense Unit, and 10.7 acres have been sold to the city and county of San Francisco for a public park. In 1966 the remaining 12.4 acres were declared excess by the Department of Defense (DOD).

In accordance with Federal laws and regulations, the site was reported as excess land to GSA for conversion to further Federal use or for disposition. In this case, GSA has retained the land for its own use as a site for construction of a Federal records storage facility.

Plans for financing construction of this facility rest on a contract between GSA and the State of California. The contract gives the State of California an easement for a highway right-of-way (a 91.5 percent federally aided project) through a Federal building which is part of a two-building Federal office and warehouse complex at 100 Harrison Street in San Francisco. Execution of the easement will necessitate razing Building Two of the two-building complex. The contract price for the easement, \$2.98 million, is payable by the State of California into a private bank escrow account for use by GSA.

GSA plans to use these funds to finance the construction of the records storage facility on the Fort Miley site. The plan arose from an anticipated space loss that GSA will suffer when Building Two at 100 Harrison Street is razed. The loss of records storage space, however, is somewhat indirect since GSA stores records in Building One and not in Building Two. Building Two is occupied principally by the Marine Corps, Social Security Administration, and Post Office. The plans provide for moving these tenants to other space or to Building One in the event the planned facility at Fort Miley is constructed.

Although the Public Works Committees of the Senate and the House of Representatives approved a prospectus in April 1963 for construction of a records facility for \$1.8 million at San Bruno, California, GSA decided not to build the facility because of the availability of the facilities at 100 Harrison Street which were then excess to the needs of DOD. Accordingly, in 1964 the San Francisco records facility was relocated from warehouse space in south San Francisco to warehouse space constituting Building One at 100 Harrison Street.

Building One has a maximum potential storage capacity of 504,400 cubic feet, after certain building modifications. Considering present storage and anticipated increases in storage requirements, GSA officials currently estimate that Building One, without modification, will be filled by July 1971 and that, if modified by removing certain partitions, the building will be adequate until the end of fiscal year 1973.

The proposed facility to be constructed at Fort Miley would provide for a maximum storage capacity of 650,000 cubic feet for records storage and archival activities or about 30 percent more space than the maximum storage capacity of the existing facility. The existing facility does not have an archival area. About 90 percent of the space in the proposed facility will be devoted to storage of Federal agency records and about 10 percent will serve an archival function which includes the permanent storage of Government records of historical significance and the provision of search rooms to be used for scholarly research.

GSA's latest long-range plan, prepared in December 1969 after GSA decided to build the new records storage facility, showed that the proposed facility would be adequate to meet the storage requirements until fiscal year 1975 and shows three subsequent additions of 200,000 cubic feet (40,000 square feet) each to be built in fiscal years 1975, 1979, and 1982. However, recent soil tests and other information indicated that it would not be feasible to add the three additions because 4.8 acres of the Fort Miley site is not suitable for construction.

Aerial views of the Fort Miley area and the 100 Harrison Street complex are shown on pages 16 and 17.

FINANCIAL ARRANGEMENTS

The GSA contract with the State of California, dated March 11, 1969, provides for payment to GSA of an amount (91.5 percent of which will be Federal aid funds) sufficient to construct a substitute replacement building with a capacity equal to that which will be lost to the Federal Government when Building Two is razed. Under the terms of the contract, the amount of the State's payment to an escrow account to be used by GSA is computed as follows:

	<u>Amount</u>
Basic construction cost for substitute structure	\$2,633,837 ^a
Related costs---drawings, specifications, soil tests, and other	213,800
Contingency cost---5 percent of the basic construction cost	<u>131,692</u>
Total	<u>\$2,979,329^b</u>

^aThis amount is subject to increase or decrease due to price changes between the date of the contract with the State and the date of the award of the construction contract.

^bThe State will also deposit in the escrow account \$109,250 for re-siting and redesigning a proposed laboratory building on a lot adjacent to 100 Harrison Street.

In addition to making the payments into the escrow account, the State will perform or pay for the following work.

1. Demolish Building Two and repair and refinish the wall of Building One that abuts Building Two.
2. Retain or restore utilities, equipment, and other facilities located on the ground floor of Building Two that serve Building One.

3. Repair and refinish a GSA-owned building at 390 Main Street where it is joined to an overpass that connects with Building Two.
4. After construction of the freeway, pave and fence the area under the freeway (former Building Two site) for use by the Federal Government for vehicle parking and storage.
5. Moving costs equivalent to those which result from a move of tenants and equipment, installation of a comparable communication system, and relocation of telephones from Building Two to a substitute structure. These costs will be based on a mutually acceptable estimate of a move from Building Two to a substitute structure.
6. Charges for escrow account, title reports, and title insurance if desired.

GSA will bear costs of about \$237,000 for moving records and related equipment from Building One to the new records storage facility and for purchasing additional equipment. Also the cost of conversion or renovation of Building One, after the moves, will be borne by GSA.

The site at Fort Miley, appraised at \$1.35 million on the basis of the 1965 and 1966 sales values, was obtained by GSA without reimbursing DOD because GSA certified to the Bureau of the Budget (BOB), in accordance with Federal Property Management Regulations, that reimbursement could be made only by diverting funds which had been appropriated for other purposes.

Negotiations between GSA and the State

Negotiations for the cost of a replacement facility, extending over a period of several months, began soon after the State officially notified GSA on January 24, 1967, that it intended to request a right-of-way through the Government-owned Building Two at 100 Harrison Street for construction of an elevated highway.

After GSA Region 9 officials determined requirements for records storage needs, they formulated a plan to construct a new storage facility rather than construct a building to house the agencies in Building Two which will be demolished. The plan provided for moving the tenants in Building Two into Building One or elsewhere and moving the records and equipment in Building One into the new building to be constructed and for financing the cost of constructing the building with the funds to be paid by the State for the highway easement through Building Two. At that time a site had not been selected for the proposed new structure.

The Regional Administrator by letter of June 29, 1967, informed GSA's Archivist--who is responsible for records storage and archival activities--that, in order for the State to meet urgent time schedules for completion of the highway project, the State must promptly be advised of GSA's building requirements in terms of cost, location, and type of structure. The letter stated, in part, that:

"*** we have concluded that this road project affords us an opportunity to move the FRC [Federal Records Center] to a more desirable location so as to better meet the needs of its newly-assigned [archival]¹ program. Moreover, it may afford us the opportunity to provide additional space for Center expansion which had been planned some five or six years hence in the building which is now to be demolished.

"In lieu of constructing a replacement building for DOD activities being displaced in Building No. 2, we might, instead, have the State construct a building for the FRC elsewhere and use Building No. 1 to house DOD activities which have no 'location' problem."

In the negotiations that ensued over a period of several months, GSA concentrated its efforts on the type of structure and the cost of a new warehouse building equivalent to Building Two. Considerations of location were avoided at this time by use of cost estimates that assumed construction of a hypothetical replacement building on a nearby hypothetical site. GSA submitted three cost estimates to the State, the last in March 1968.

<u>GSA estimates</u>	<u>Estimated total cost</u>
Estimate No. 1	\$3,004,500
Estimate No. 2	3,002,300
Estimate No. 2, as revised	2,979,800 ^a

^aFinal settlement \$2,979,329--difference due to rounding.

These estimates were based on the assumption of replacing Building Two with a hypothetical five-story structure on the nearest Government-owned property.

¹Because of space limitations in the National Archives Building in Washington, D.C., GSA decided to establish regional archives branches.

State records show that, with the concurrence of the Federal Highway Administration, the State's division of highways did not prepare the usual detailed appraisal of the market value of the building to be demolished because the building was Government owned. The Federal Highway Administration requested that the State prepare an estimate of the cost of reproducing the existing Building Two. The State estimated that the cost of replacing the building would range from \$1,601,653 to \$2,058,134 and expressed the opinion that the GSA estimate was about \$1 million too high due to the use of criteria that differed from those of the State and that Building Two is an older warehouse loft-type structure which contains some specialized features that may not be essential in a replacement building. According to the State's records, GSA's estimate was based on reproducing the building as originally constructed, whereas the State's estimate was based on constructing a building of equal area and utility but using new construction methods and techniques.

Additional discussions and meetings between GSA and the State resulted in the State's revising its cost estimate by using the GSA basis. The State's revised cost estimate, dated January 26, 1968, was \$3,026,360.

The State's supervising right-of-way agent stated in a memorandum of February 8, 1968, that:

"The new estimate of \$3,026,360 now reflects the replacement cost of a new five-story, reinforced concrete structure with substantial allowances made for site clearing, excavating and foundation work involving special problems."

* * * * *

"Economies incorporated in the previous [State] estimates made possible by new techniques have been eliminated in favor of time proven customary practices, which are still standard in GSA constructed buildings and therefore a necessary consideration in any replacement building for them."

GSA's Estimate Number 2 of \$3,002,300 was accepted by the State, after minor adjustments. The State agreed to reimburse GSA \$2,979,329 for the cost of a substitute new building and for certain related costs and contingencies.

GSA did not deduct from its estimate of the replacement cost of Building Two an allowance for accumulated depreciation although the building was 24 years old. The State's Right of Way Manual provides

that an allowance for depreciation must be made when the State estimates the market value of construction by the cost approach (replacement cost new less depreciation). In agreeing to the settlement for the substitute replacement building, the State by letter dated April 3, 1968, to GSA stated that:

"Normally, in the acquisition of improvements located on right of way to be acquired, the State would receive credit for the accrued depreciation on the improvements. However, it is recognized that due to the Federal Government's policy on non-Government initiated projects such as this, as well as the Federal Government's immunity from the laws of eminent domain, we cannot expect to receive credit for depreciation. Accordingly, we are willing to accept the requirement that the State must provide a substitute facility without such credit."

The negotiated settlement of \$2,979,329 for the cost of a substitute building was based on GSA's estimate, after minor adjustments. The State did not make an appraisal of the current market value of Building Two. Although there was a significant variance between GSA's estimate and the State's estimate due to different construction methods and techniques anticipated to be used, the State agreed to pay GSA the amount requested and did not contest the absence of an allowance for depreciation in GSA's calculation.

At GSA's request, the State is making payments on the settlement to an escrow account with a bank. Disbursements from the escrow account for construction of the substitute building are to be made by the bank at GSA's direction.

SITE CONSIDERATIONS

GSA's plan to relocate the records storage from Building One to a new building and a new location was dependent on the State's paying GSA \$2,979,329 for replacing Building Two which is to be demolished to make way for an interstate highway. After the decision was made to construct a new building and GSA and the State were basically in agreement on cost, GSA considered a number of excess Government-owned sites and finally selected the 12.4-acre site at Fort Miley.

Initial site selection

On June 29, 1967, the Regional Administrator informed GSA's Archivist that Government-owned sites for the building could be made available at the Presidio, Fort Mason, Fort Miley, San Bruno, and elsewhere in the San Francisco Bay area. After several of these sites were

examined by the Archivist and other GSA officials, the Regional Director of the National Archives and Records Service expressed preference in November 1967 for the Fort Miley site or other sites having comparable surroundings.

A GSA Public Buildings Service, Region 9, preliminary site investigation report, dated December 11, 1967, presented certain advantages and disadvantages of four available Government-owned sites. Information on the location, acreage, construction costs, and fair market value of the land, as presented in the report, follows:

	<u>Acreage</u>	<u>Construction costs</u>	<u>Fair market value of land</u>	<u>Total cost</u>
		(000 omitted)		
San Bruno	7.5	\$2,340	\$ 600	\$2,940
Fort Miley	12.4	2,790	1,350	4,140
Presidio	10.0	2,540	4,370	6,910
South San Francisco (Cape Esperance)	8.5	2,300	430	2,730

Also, the report included GSA's ratings of various attributes of the four sites on the basis of a numerical scale of 4 (top rank) to 1 (lowest rank).

	<u>Presidio</u>	<u>San Bruno</u>	<u>South San Francisco</u>	<u>Fort Miley</u>
Zoning	4	4	4	2
Location (identity)	4	2	1	3
Vehicle access	3	4	4	2
Public transportation	4	2	1	4
Topography	4	3	4	1
Site preparation	2	3	4	1
Total cost	2	3	4	1
Environment	4	4	2	4
Foundation	2	4	3	1
Land value to building	4	3	4	1
Public acceptance	<u>4</u>	<u>4</u>	<u>4</u>	<u>2</u>
	<u>37</u>	<u>36</u>	<u>35</u>	<u>22</u>

The site investigation report did not specifically recommend any one site, but stated that it was feasible to utilize any of these sites. The GSA conclusions as contained in the report, follow.

1. Presidio--This site received the highest rating. It was rated high in all characteristics except site preparation and foundation work.

2. San Bruno--This site, ranking second, was rated strong in all categories except identity and public transportation.
3. South San Francisco (Cape Esperance)--This site was ranked third. The weak points were location, public transportation, environment, and configuration of available land.
4. Fort Miley--This site received the lowest rating. Estimated construction costs were significantly higher for this site than for any of the other locations. The report stated that there was a question as to whether the proposed records facility would be consistent with the highest and best use of the land, considering the character of the land and its fair market value.

After reviewing the site investigation report, the Regional Director of Public Buildings Service stated in a letter dated December 22, 1967, to the Commissioner, Public Buildings Service, that, if the records storage facility is to continue as currently functioning, it may be preferable to locate the proposed facility at San Bruno. In January 1968, however, the Archivist recommended in a letter to the Commissioner, Public Buildings Service, that the Fort Miley site be selected because the facility was not essentially a warehousing operation. The Assistant Commissioner for Design and Construction, Public Buildings Service, after reviewing the report, stated in a memorandum dated February 27, 1968, to the Deputy Assistant Commissioner for Space Management that:

"1. San Bruno site was recommended by the Regional Director.
[Public Buildings Service]

"2. Fort Miley site was desired by the Archivist.

"This office prefers the San Bruno site in view of the differences in land value (San Bruno - \$600,000 and Fort Miley - \$1,350,000) and serious engineering and economic considerations involved with the Fort Miley site ***."

On April 26, 1968, a GSA contract in the amount of \$5,100 was awarded to an architect-engineer (AE) to select one of the four sites and to provide a feasibility study of an appropriate building.

The AE was directed by GSA to consider the appropriateness of each of the four sites for (1) an archival activity which envisioned making records available for public inspection and scholarly research and (2) a records storage facility. The AE was directed also to list the sites in the order of his preference.

In May 1968 the AE reported that "in general all [four] sites investigated are feasible for the Center" and listed his order of preference, as follows:

1. Fort Miley
2. San Bruno
3. Crissy Field (Presidio)
4. South San Francisco

According to the report, information which influenced the AE's preferences follows.

1. The Fort Miley site was considered best because it came closest to satisfying both storage and archival requirements. The AE concluded that, if the records storage and archival functions were in separate facilities, one would undoubtedly place the warehouse (records storage) function in an industrial area and the archival (public) function in a downtown area but, that, since both functions would be in one facility, the Fort Miley site represented an appropriate balance. The AE's report showed that the market value and the related construction costs for the Fort Miley site were higher than those for the San Bruno or south San Francisco sites.

In our opinion, the archival function was given overriding consideration in the site selection process.

2. The San Bruno site was considered feasible, construction costs were the lowest, highway access was excellent, but public transportation was limited. The AE reported that the San Bruno site was remote from the downtown area of San Francisco. We noted that GSA selected a site at San Bruno in 1963 and again in 1968 for the Federal Records Center.

3. The Crissy Field site was considered potentially attractive and easily accessible; however, construction costs and land values were high. The AE stated that the site was potentially very controversial because of public concern over the future of all land occupied by the Presidio.

4. The south San Francisco site was considered "not very sympathetic" to the archives function of the Center. The AE concluded that the site would be appropriate for a storage activity but not for an archival function. The identity of the location in the middle of an industrial warehouse area was considered bad because visitors would not be attracted to the site. Also the noise created by jet planes taking off from San Francisco International Airport was considered a detrimental factor.

We believe that this site was ranked as least desirable by the AE mainly because it did not suit archival requirements.

Selection of Fort Miley site

On June 11, 1968, the GSA Regional Administrator in a letter to the Commissioner, Public Buildings Service, recommended selection of the Fort Miley site for construction of the proposed facility. He stated that the site was in the GSA Property Management and Disposal Service excess inventory and that, with funding for the proposed building ensured, it was presumed that authority could be obtained from BOB to transfer the property from the excess inventory to GSA without reimbursement. In a letter dated June 24, 1968, to the Regional Administrator, the Acting Commissioner, Public Buildings Service, concurred in the Regional Administrator's recommendation that Fort Miley be designated as the site for the proposed facility.

The city of San Francisco was notified by GSA by letter dated July 3, 1968, of its intent to build on the Fort Miley site. City officials expressed concern over the intended use of Fort Miley in view of the city's critical need for additional housing development and extremely limited land resources. After a meeting in Washington between the Mayor of the city of San Francisco and the Administrator of General Services, it was agreed that Fort Miley would be made available to the Department of Housing and Urban Development (HUD) for disposal to the city for a housing project.

Selection of San Bruno site

Because of the city's interest in Fort Miley, GSA decided to select another site for its records facility. Available sites were again inspected and evaluated, and GSA decided that the site at San Bruno was the most suitable for its use. In August 1968 the Administrator of General Services approved selection of the San Bruno site. An Assistant Secretary of Defense assured GSA's Deputy Administrator that the 7.5-acre parcel at San Bruno would be freed from military use and would be made available to GSA. By letter dated August 16, 1968, to the Western Division, Naval Facilities Engineering Command, the Property Management and Disposal Service, GSA Region 9, requested that the Navy report 14.7 acres at San Bruno as excess. Through correspondence and conferences the Navy made counter proposals to GSA. One of the Navy's proposals was that it would report 7.5 acres excess at San Bruno if GSA would provide the Navy with additional warehouse space and would relocate certain buildings at San Bruno. GSA estimated, however, that it would cost \$300,000 to relocate the Navy buildings and decided not to accept the Navy's proposal. Therefore, in January 1969, GSA decided to select another site.

When DOD became aware that GSA was no longer considering the Navy property at San Bruno, a Navy official was sent from Washington to California in January 1969 to review the situation at San Bruno in an effort to make the site available. This official reported to the GSA Regional Administrator on January 2, 1969, that the local Navy representatives had been "too sticky" in their dealings with GSA.

In April 1969, DOD placed the entire San Bruno Naval Facility on a listing of bases to be closed. Later it was decided to keep the San Bruno Naval Facility in active status and to declare as excess only 14.78 acres. Navy officials informed us that the Navy expects to formally report this property to GSA as excess to its needs in July 1970.

Reselection of Fort Miley

The proposed plan of the Mayor of the city of San Francisco to utilize Fort Miley for housing development under the auspices of HUD was opposed by local residents and groups favoring a permanent park or retention of the land as open space. Consequently on January 13, 1969, the city and county board of supervisors rejected the Mayor's plan for a housing development at Fort Miley and petitioned GSA to preserve the property as open-space land dedicated to the use of the general public.

GSA Region 9 then made another study of nine potential sites for locating the records storage facility, including the four previously evaluated in December 1967 and May 1968. The study report, reviewed by GSA's Archivist and other Central Office officials, recommended that Fort Miley be selected because it had been recommended in previous site studies and it was the site most desired by GSA's National Archives and Records Service because of its convenient location and accessibility to Federal and public users. The Administrator of General Services approved the selection of this site on January 30, 1969.

In July 1969, GSA requested approval from BOB to transfer the excess Fort Miley site to GSA to be used as the site for a new records facility. GSA officials discussed the transfer with BOB officials and provided information about Fort Miley. By letter dated March 2, 1970, GSA informed BOB that there was no other suitable site in the San Francisco Bay area. On April 3, 1970, BOB approved GSA's request with the following qualification.

"I understand also that construction of the records center on this site Fort Miley will be dependent on the acceptability of the project to the City and County of San Francisco."

GSA informed an official of the city and county of San Francisco, by letter dated April 29, 1970, that it was GSA's understanding, based on advice from BOB, that the qualification was not intended to pertain to site selection or to accord the city and county of San Francisco the veto power over the project itself. According to GSA this qualification was intended to accommodate the expressed desires of the board of supervisors of the city and county of San Francisco to have the design features of the project coordinated with the city planning and art commissions and that GSA would consider their comments before proceeding with construction.

It is important to note that in May 1969 GSA, before requesting or obtaining BOB approval of transfer of the land, awarded a contract for design of the records storage facility to be constructed at Fort Miley. The design was completed in February 1970 and related plans and specifications were prepared, at a total cost of \$154,000.

Opposition to using Fort Miley as a
site for a Federal records center

Local citizens and neighborhood organizations voiced opposition to locating a records storage facility at Fort Miley, because they advocate saving the natural beauty of the site as open space or as a park. This opposition has prompted many newspaper articles about Fort Miley. Also, the city and county board of supervisors has passed several resolutions petitioning GSA to preserve Fort Miley as open-space land dedicated to the use of the general public.

The director of planning, department of city planning, informed the city and county board of supervisors on March 31, 1970, that the use of this land as a warehousing activity and, in particular, as a Federal archives building is inappropriate.

The director informed us on April 17, 1970, that two major Federal installations--Treasure Island and the San Bruno Naval Facility--seemed appropriate for locating a records storage facility.

SUMMARY OF OBSERVATIONS

GSA was able to obtain funds for a new Federal records storage facility because a GSA building stood in the path of a planned interstate highway. The State agreed to pay \$2.98 million into an escrow account for GSA's use (91.5 percent of the cost of the highway project to be financed with Federal funds and 8.5 percent with State of California funds). At the same time GSA had, as the Government's administrator of excess property, a choice of several parcels of land declared, or to be declared, excess by DOD.

Although GSA, in selecting the 12.4-acre Fort Miley site, showed an overriding concern for the archival function of the proposed records storage facility, the facility is to be basically a warehouse-type structure with about 90 percent of the space devoted to storage of Federal agencies' records not classified as archives.

The proposed warehouse-type structure appears to be inappropriate for the Fort Miley site which furnishes vistas of the Golden Gate and the Pacific Ocean and which is appraised at \$1.35 million.

At the time of our review in May 1970, construction of the records storage facility at Fort Miley was opposed by local citizens, neighborhood organizations, and the city and county of San Francisco, all of whom wish this site conserved as open land and dedicated to use of the public. Also, the director of the department of city planning has stated that the use of the Fort Miley site for a warehousing activity is inappropriate.

On July 2, 1970, the Administrator of General Services announced that the records storage facility would not be built at Fort Miley and that a search would begin immediately for another site; thus ended a period of about 2 years during which GSA retained the Fort Miley site for its own use.

It appears to us that during this period GSA was concerned primarily with its own requirements and showed little regard for the highest and best use of the Fort Miley site. Although the local opposition has been successful in defeating the construction of a records storage facility there, we think that the special powers enjoyed by GSA, which permitted it to obtain the land and funding for the facility without going through the authorization and appropriation process, carried a responsibility to give full and fair consideration to all other potential uses of the site.

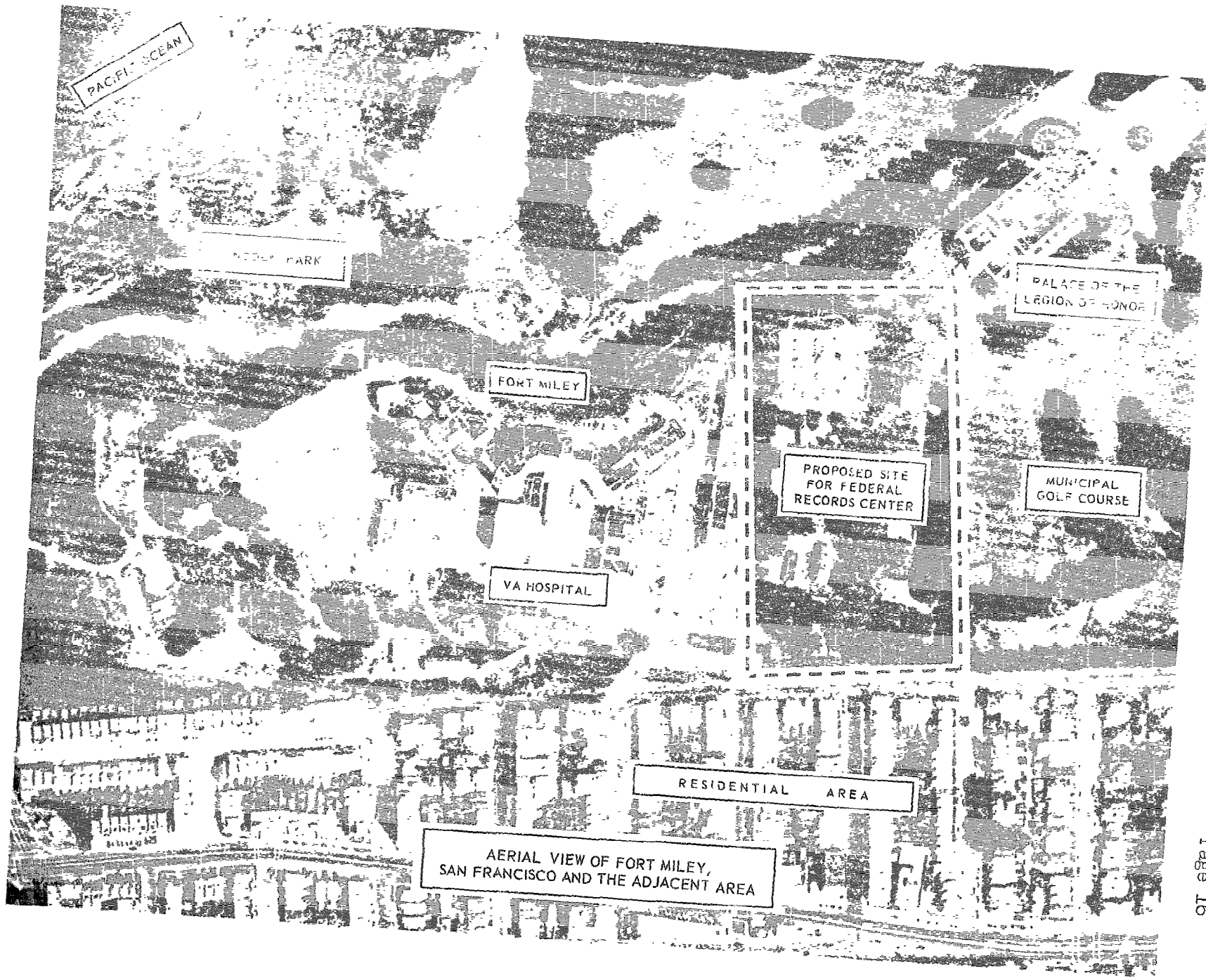
The Fort Miley site was selected by GSA although site investigation studies by GSA and an AE showed that construction and land costs combined would be higher at Fort Miley than at two of the three other feasible sites.

In addition, we noted that GSA initiated design work, including preparation of related plans and specifications, for the proposed records storage facility before BOB approved the transfer of the Fort Miley site to GSA in April 1970. The cost of this work was \$154,000. If the records storage facility is constructed at a different location, GSA would benefit from this expenditure only to the extent that the building designed for Fort Miley could be built in the same configuration. No benefit would accrue if the configuration is significantly changed to accommodate conditions at a different location.

SCOPE OF REVIEW

We examined the record of negotiations for the contract between GSA and the State of California providing for the State's acquisition of easement rights through Federal property to make way for the construction of an interstate highway. We reviewed site investigation reports; GSA correspondence; and other related GSA, Navy, and State files. We visited the Fort Miley and San Bruno sites. We also held discussions with city of San Francisco, GSA, Navy, and State officials.

Our work was performed at GSA Central Office, Washington, D.C.; GSA Region 9, San Francisco, California; U.S. Naval Facility, San Bruno, California; and the State of California, Division of Highways, San Francisco, California.



AERIAL VIEW OF FORT MILEY,
SAN FRANCISCO AND THE ADJACENT AREA

SAMUEL L. DEVINE
15th District, Ohio

DISTRICT OFFICE:
POST OFFICE BUILDING
COLUMBUS, OHIO 43215

Congress of the United States
House of Representatives
Washington, D.C. 20515

COMMITTEE ON INTERSTATE
AND FOREIGN COMMERCE

SUBCOMMITTEE:
TRANSPORTATION AND
AERONAUTICS

COMMITTEE ON HOUSE
ADMINISTRATION-

SUBCOMMITTEE:
ELECTIONS

February 20, 1969

Mr. Elmer Staats
Comptroller General
General Accounting Office
441 G Street, N.W.
Washington, D.C. 20548

Dear Mr. Staats:

re: Columbus Metropolitan Area
Community Action Organization

The above organization is very active in Columbus, Ohio under the guidance and direction of its Regional Director, one Curtis Brooks. Through no efforts on the part of this office, hundreds of thousands of dollars of federal monies are awarded to this organization for a great number of programs and projects. This alone is surprising, as usually Congressional pressures help initiate efforts for local projects.

I have recently been provided with a copy of what appears to be the payroll of this organization, listing names, positions and salaries, which suggest that the annual payroll approaches a million dollars.

During the past week racial strife has developed in Franklin Junior High School, Eastmoor Senior High School and Eastmoor Junior High School, Columbus, Ohio and newspaper reports suggest that a representative of C.M.A.C.A.O. has been occupying an office in the Franklin Junior High School, working with potential dropouts and is reportedly one of the sources of strife and unrest.

Many constituents have expressed concern over the use of federal funds for the promotion of black power organizations, suggesting implications of involvement with S.D.S. and related harrassment activities. Accordingly, it is

Mr. Elmer Staats

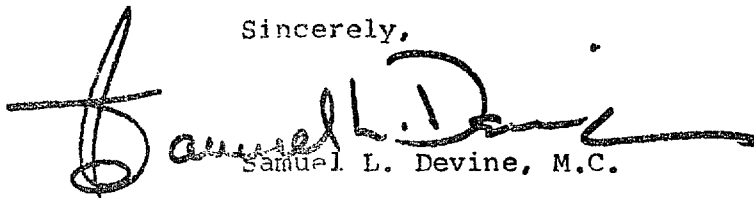
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February 20, 1969

respectfully requested that you cause an examination to be made of this organization, what accomplishments have been made (other than self-professed), and whether the federal funds involved are being used for the purposes intended by the Congress. Further, I would like to know the source of the funds, specifically whether they are moving from the Office of Economic Opportunity and/or other poverty organizations.

This inquiry is being made as a result of much concern expressed by a number of interested citizens in the central Ohio area.

Sincerely,



Samuel L. Devine, M.C.

SLD/jdk

COMMUNITY ACTION AGENCY

COLUMBUS, OHIO

ANNUAL SALARIES OF \$10,000 AND OVER

AS OF NOVEMBER 19, 1969

<u>Position</u>	<u>Salary</u>
Executive Director	\$17,500
Deputy Director, Administration	12,600
" " , Program	12,600
Model Cities Coordinator	11,500
Manpower Coordinator	12,600
Administrative Assistant	10,500
Finance Director	10,500
Staff Developer	10,000
Program Planner	10,000
Supervisor of Centers	10,000

Department of Labor ProgramsNew Careers

Director	12,000
Deputy Director (vacant)	10,500

Neighborhood Youth Corps

Project Director	13,600
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Concentrated Employment Program

Director of Operations	13,500
Fiscal Officer	11,500
Director of Social Services	10,738
" " Education	10,500
Acting Director of CEP	10,500
Director of Manpower	10,270

Total: 19 positions at \$10,000 and above.